



# PL(Z)23-08

## City of Greensboro Planning Department Zoning Staff Report and Plan Amendment Evaluation

City Council Hearing Date: March 21, 2023

### GENERAL INFORMATION

<b>APPLICANT</b>	Amanda Hodierna on behalf of Jeffrey M. White of AF-Burton, LLC
<b>HEARING TYPE</b>	Annexation and Original Zoning Request
<b>REQUEST</b>	County AG (Agricultural) to City CD-R-5 (Conditional District – Single-family Residential - 5)
<b>CONDITIONS</b>	1. Permitted uses shall be limited to a maximum of 125 single-family dwellings.
<b>LOCATION</b>	6450 and 6454 US Highway 29 North
<b>PARCEL ID NUMBER(S)</b>	7898491213 and 7898492509
<b>PUBLIC NOTIFICATION</b>	The notification area for this public hearing was 750 feet (Chapter 30-4-1.4 of the Land Development Ordinance requires notification of the owner of that parcel of land and the owners of all parcels of land adjoining and contiguous to that parcel of land as shown on the County tax listing). <b>319</b> notices were mailed to those property owners in the mailing area.
<b>TRACT SIZE</b>	39.2 acres
<b>TOPOGRAPHY</b>	Undulating
<b>VEGETATION</b>	Mostly wooded

### SITE DATA

	<b>Existing Use</b>	Undeveloped
	<b>Adjacent Zoning</b>	<b>Adjacent Land Uses</b>
N	City CD-R-5 (Conditional District – Single-family Residential - 5)	Undeveloped land
E	City PUD (Planned Unit Development)	Single-family dwellings

S	City PUD (Planned Unit Development)	Single-family dwellings and dedicated open space
W	County RS-30 (Residential Single-family)	Religious assembly use and undeveloped land

**Zoning History**

Case #	Date	Request Summary
N/A	N/A	The subject property is not currently located in the City’s jurisdiction. An annexation petition and original zoning application was submitted for these properties in 2021, but was withdrawn before the Planning and Zoning Commission meeting.

**ZONING DISTRICT STANDARDS**

**Existing District Summaries**

Zoning District	Existing	Requested
Designation:	<b>County AG</b>	<b>City CD-R-5</b>
Max. Density:	Approximately 1 dwelling unit per acre	5 dwellings per acre (Conditions may effect actual density.)
Typical Uses	Typical uses in the AG district include agricultural uses as well as supporting facilities that can include limited residential uses.	Permitted uses shall be limited to a maximum of 125 single-family dwellings.

*\*These regulations may not reflect all requirements for all situations; see the City of Greensboro Land Development Ordinance for all applicable regulations for site requirements for this zoning district.*

**SPECIAL INFORMATION**

**Overlay District Ordinance/Historic Preservation**

The subject site is not located within an overlay zoning district.

The subject site is not:

- Located in a City of Greensboro Historic District or Heritage Community
- Designated as a Guilford County Landmark Property
- Recognized as a State of North Carolina Historic Site
- Listed in the National Register of Historic Places
- Located in a National Register Historic District

**Environmental/Soils**

Water Supply Watershed    Site drains to Middle Reedy Fork Creek – Non-Watersupply Watershed

Floodplains    N/A

Streams    Blue Line and possible Non-Blue Line streams are onsite. Blue Line streams on site have a 50ft stream buffer measured from top of bank on each side. Non-Blue Line streams features on site must be identified. If features are either intermittent or perennial, a 50ft stream buffer measured from top of bank on each side will be required. State and Corps permits are required for any stream/wetland

Disturbance or crossing.

Other: If the lot disturbs  $\geq 1$  acre AND increases the BUA, the site must meet Phase 2 requirements – both Water Quality and Water Quantity must be addressed for the entire site. All new BUA must be treated by a State approved water quality BMP/SCM and any existing BUA that would drain to the BMP/SCM to the maximum extent practicable.

**Utilities (Availability)**

Water is available on Cattleman Trail. Sewer is available to the southeast of the property on an outfall. Private developer will need to extend water and sewer to City of Greensboro’s Water and Sewer Design Standards.

**Airport Overlay District & Noise Cone**

n/a

**Landscaping & Tree Conservation Requirements**

There are no Landscaping or Tree Conservation requirements for single-family residential uses.

**Transportation**

Street Classification: US 29 – Freeway.  
Red Poll Road – Local Street.

Site Access: All access(s) must be designed and constructed to the City of Greensboro standards.

Traffic Counts: None Available.

Trip Generation: 24 Hour = 1,275, AM Peak Hour = 94, PM Peak Hour = 126.

Sidewalks: Sidewalks are a requirement of the Development Ordinance and shall be installed per the Streets Design Standards Manual. Sidewalk does not currently exist along the frontage of this property.

Transit in Vicinity: None.

Traffic Impact Study: Yes, required per TIS Ordinance. The subject site is one of multiple (TIS) properties included in the TIS. Please see the end of this staff report for the Executive Summary of the **DRAFT** TIS.

Street Connectivity: N/A.

Other: Subject site will need to be developed in a manner that allows for a future service road along US 29.

**IMPACT/POLICY ANALYSIS**

**Land Use Compatibility**

The proposed **City CD-R-5 (Conditional District – Residential, Single Family – 5 du/ac)** zoning district, as conditioned, would allow land uses that are compatible with the general character of the area.

**GSO 2040 Comprehensive Plan Policies**

The GSO 2040 Future Land Use Map designates this location as **Residential**. The requested **City CD-R-5 (Conditional District – Residential, Single Family – 5 du/ac)** zoning district, as conditioned, would allow uses that are generally consistent with those described in the **Residential** future land use designation. The GSO 2040 Future Built Form Map designates the subject site as **Exurban**; if this original zoning and annexation request is approved, the subject site is considered to be re-designated to the **Urban General** place type. The Growth Tiers Map designates the subject site as being within **Growth Tier 3**.

**GSO 2040 Written Policies**

**Filling In Our Framework** - How we arrange our land uses for where we live, work, attend school, shop and enjoy our free time can create a more vibrant and livable Greensboro.

**Goal A** – Greensboro is recognized and admired for its attractive, walkable and compact mixed-use activity centers where people live, work and enjoy life.

**Strategy 1** – Encourage higher density, mixed-use, walkable infill development.

**Strategy 2** – Ensure mixed use projects both strengthen and add value to the Community.

**Goal B** – Greensboro attracts world-class development to transform underutilized sites and buildings into valued assets that complement their surroundings.

**Strategy 2** – Establish infill development guidelines that ensure revitalized sites will be of high quality and complement existing neighborhood character.

**Goal C** – People choose to live in Greensboro because every neighborhood is safe and has convenient access to first-rate schools, services, shopping, parks, and community facilities.

**Strategy 1** – Employ a problem prevention model to identify causes and solutions to neighborhood problems.

**Creating Great Places** - Creating interesting and attractive places and vibrant public spaces in neighborhoods, across Greensboro, in downtown and with our historic resources.

**Goal A** - Greensboro's citywide network of unique neighborhoods offer residents of all walks of life a variety of quality housing choices.

**Strategy 1** – Protect and enhance the unique character of every neighborhood.

**Strategy 2** – Meet housing needs and desires with a sufficient and diverse supply of housing products, prices and locations.

**Becoming Car Optional** - Expand quality transportation options beyond cars and maintain an efficient transportation system that allows people and goods to travel throughout Greensboro.

**Goal A** - Greensboro has unrivaled pedestrian, biking, transit and road networks that provide safe, comfortable, and convenient transportation options.

**Strategy 2** – Encourage new development that is compatible with the intended use of the adjacent roadway.

**Goal B** - Everyone loves our interconnected green spaces, which provide recreation and transportation opportunities, promote active living, and protect our natural environment.

**Strategy 1** - Expand the greenway network to connect all parts of the city as a key element of the transportation system.

**Prioritizing Sustainability** - Greensboro has a strong leadership role in environmental stewardship, social equity, and a resilient economy.

**Goal A** - Greensboro advances environmental stewardship, taking care of our natural resources and the natural systems that support all living things.

**Strategy 1** - Promote resilient, efficient and environmentally beneficial patterns of land use.

**Strategy 4** – Enhance proactive stormwater and flood hazard mitigation efforts to address impacts from more frequent high duration and high intensity storm events.

**Goal B** - Greensboro embraces social equity, ensuring all residents benefit from fair and just treatment in the distribution of public services and have a voice in governance.

**Strategy 1** – Evaluate impacts to vulnerable populations and communities when reviewing existing and considering new public policies, projects and services.

**Strategy 2** – Work to ensure that all Greensboro residents have meaningful opportunities to participate in public decision-making processes.

**Strategy 3** – Promote a just, ethical, and respectful community.

**Goal C** - Greensboro builds economic resilience, expanding the local economy's ability to withstand and adjust to disruptions and changes at the regional, national and global scales.

**Strategy 1** – Consider the impact that growth and development patterns and infrastructure investments have on the City's fiscal health. Use the Growth Tier Map and policies to evaluate infrastructure investments when making capital investments and land use decisions. Furthermore, design resilient infrastructure systems able to withstand and quickly recover from natural disasters and other emergencies.

**Building Community Connections** - Greensboro is unique and memorable based on our quality of life, culture, arts and places and the ties that bind us together as a community.

**Goal D** – Our colleges, universities, and Career and Technical Education facilities play a leading role in the cultural, social and economic fabric of the community.

**Strategy 1** – Building on existing partnerships between the City, neighborhoods, and colleges and universities, while creating new partnerships, so higher education campuses play an increasingly stronger role in the cultural life of the larger community.

**Goal E** – Everyone does their part to maintain stable, attractive, and healthy places to live and raise families.

**Strategy 1** – Build upon successful community initiatives to improve housing conditions while encouraging community involvement and participation.

**Strategy 2** – Build neighborhood association capacity to work collaboratively, assess conditions, and effect change.

**Strategy 3** – Improve the city's housing through effective use of code enforcement and the strategic leveraging of resources.

**Growing Economic Competitiveness** - Greensboro will build a prosperous, resilient economy that creates equitable opportunities to succeed.

**Goal A** – Strategic public investment in historically underserved areas of Greensboro attracts private investment and sets the stage for revitalization without displacing existing residents.

**Strategy 1** – Work with City funded economic development partners to address the needs of economically distressed areas.

- Strategy 2** – Support the addition of a variety of housing types and price points in coordination with investment in historically underserved areas.
- Goal C** – Investment in cutting edge communications technology enhances the quality of life for all residents and helps businesses thrive.
- Strategy 1** – Encourage fiber-ready infrastructure to reduce the need for costly future upfits, increase property values and promote economic growth.
- Goal D** – Education and workforce training opportunities empower residents to achieve financial security and career fulfillment and are matched to the needs of employers.
- Strategy 1** – Work with our community partners to provide quality learning from early childhood to higher education through local schools and businesses.
- Strategy 2** – Work with our partners to provide accessible and affordable career and workforce education.

## **GSO 2040 Map Policies**

### **Future Land Use Map**

**Future Land Uses:** Broad areas based on the main character of land uses that we want to see in the future. These are not intended to be exclusive; it is assumed that there are a variety of uses in each area, but the designation reflects the area's predominant character.

Residential: Includes both single-and multi-family residential. Other uses should generally be in the scale of a Neighborhood- or a District- Scaled Activity Center as described in the Future Built Form Map, in a form that is appropriate to the character of the area. Many residential areas include commercial corridors, and future development along these corridors should be oriented to the corridor to avoid negative impacts to adjacent residences.

### **Future Built Form Map**

**Place Types:** Areas that have a consistency of character, identity or purpose and that are most often bounded by corridors, natural features, or parks that create transition or separation from other neighborhoods that may not share the same characteristics.

Exurban Includes areas outside of Greensboro city limits, but within Growth Tiers 2 and 3. These areas are generally undeveloped or are developed in a form that reflects a rural context. When such sites designated as Exurban are annexed into the City of Greensboro, they are considered to be re-designated to one of the other Place Types, as appropriate, to reflect an urban context.

Urban General: should reflect these characteristics:

1. Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.
2. New housing helps increase the range of choice, supply, and adds additional appropriately-scaled density with: Missing Middle housing; mid-rise multi-family; and high-rise multi-family in Activity Centers and along Mixed-Use Corridors.
3. Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.
4. Cut-through traffic is minimized.
5. New freestanding or expanded business areas are created within or adjoining an existing Activity Center or as part of creating a new Activity Center.
6. Exterior building materials are durable, sustainable, and contribute positively to the character of the public realm.

- 7. The size and impact of surface parking lots is minimized through landscaping, screening, narrow curb-cuts, and use of glare-free, no-spill lighting.
- 8. New sidewalks contribute to the completion of a sidewalk network.

**Growth Tiers Map**

**Growth Tiers:** areas outside Greensboro’s city limits but inside the area in which the City can legally annex property and extend water and sewer services; this is called the Water Sewer Service Area (WSSA). Three tiers are delineated based on the cost to extend City services to the area, primarily water and sewer, solid waste collection, and Police and Fire protection, as well as long-term maintenance of City facilities. In Growth Tier 1, due to the nearby presence of existing City infrastructure, the City is able to extend services currently, if an annexation is requested; Tiers 2 and 3 will require significant City investment to serve.

Growth Tier 3: This is the area where growth, annexation, and the extension of public facilities is anticipated beyond 12 years, and where premature, fragmented, leapfrog, or inefficient development shall be discouraged by the City and County. Annexations will be discouraged until the full complement of City services can be efficiently provided, which is currently projected beyond the 12-year horizon.

**CONFORMITY WITH OTHER PLANS**

**City Plans**

***Sustainability Action Plan***

**Element 1) Transportation and Land Use:**

**Policy 1)** Encourage increased density, a mix of land uses and more integrated links between transportation and land use through changes to Greensboro’s Comprehensive Plan, Development Ordinance and other related plans.

**Element 2) Green Jobs and Buildings:**

**Policy 3)** Develop a coordinated City program to provide technical support, energy audits and education and outreach to increase energy efficiency and conservation in commercial and residential buildings.

**Policy 4)** Use a combination of code changes, incentives, partnerships and education to promote green building in Greensboro.

**Policy 6)** Promote more efficient use of water through education, partnerships and pilot projects.

**Element 3) Waste Reduction and Recycling:**

**Policy 7)** Employ a combination of expanded recycling infrastructure, regulations and incentives to increase Greensboro’s solid waste diversion and recycling rates.

**Element 6) Education and Outreach:**

**Policy 11)** Provide technical support, awards and recognition to individuals and organizations furthering Greensboro’s energy and sustainability efforts.

**Other Plans**

n/a

**STAFF ANALYSIS AND RECOMMENDATION**

**Community Outreach**

Applicant is strongly encouraged to discuss this proposed original zoning and development with owners of surrounding properties, and with representatives of the Reedy Fork Ranch City Council Public Hearing

Neighborhood, (the boundaries of which, as identified by said neighborhood, the subject site is located adjacent to).

**Staff Annexation Analysis**

The subject property is currently located in the County. On September 1, 2020 the Planning and Zoning Commission assumed responsibility for reviewing annexation petitions and making a recommendation to City Council regarding annexation requests. Upon submittal of a valid annexation petition, Planning staff forwards annexation requests to City services providers. These service providers include Water Resources (water and sewer), Fire Marshal’s Office, Police Department, and Solid Waste (trash and recycling services). Each service provider stated that infrastructure is in place to provide City services to this location. The Technical Review Committee recommended approval of this annexation request at its January 27, 2023 meeting. The subject property is located within the Tier 3 Growth Area on the Growth Strategy map in the Comprehensive Plan. Even though the property is located within Growth Tier 3, the City of Greensboro’s service providers can serve this property. It is the City of Greensboro’s policy to annex properties that can be immediately served by City utilities when an annexation petition is received pending approval of the associated original zoning.

**Staff Original Zoning Analysis**

The subject property is approximately 39.2 acres and is currently vacant land. North of the request contains undeveloped land, zoned City CD-R-5 (Conditional District – Single-family Residential - 5). East of the request contains single-family dwellings, zoned City PUD. South of the request contains single-family dwellings and dedicated open space, zoned City PUD. West of the request contains a religious assembly use and undeveloped land, zoned County RS-30.

The proposed original zoning request supports both the Comprehensive Plan’s Creating Great Places goal to expand Greensboro’s citywide network of unique neighborhoods offering residents of all walks of life a variety of quality housing choices and the Building Community Connections goal to maintain stable, attractive, and healthy places to live and raise families.

The Comprehensive Plan’s Future Land Use Map designates this property as Residential and the Comprehensive Plan’s Future Built Form Map currently designates this property as Exurban. If this original zoning and annexation request is approved, the subject site is considered to be re-designated to the Urban General place type. Applicable characteristics of the Urban General classification include, but are not limited the following:

- 1. Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.
- 3. Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.
- 5. Exterior building materials are durable, sustainable, and contribute positively to the character of the public realm.

The proposed City CD-R-5 zoning district allows uses that are similar to existing uses in the surrounding area and provides additional housing opportunities in this predominantly residential area.

This request is consistent with the intent and purpose of the zoning code, the Comprehensive Plan (GSO 2040) and is generally compatible with the existing development and trend in the surrounding area.



**Staff Recommendation**

Staff recommends **approval** of the requested **City CD-R-5 (Residential Single-family - 5)** zoning districts.

DRAFT Traffic Impact Study (TIS)

**I. Executive Summary**

**INTRODUCTION**

A residential development known as *the Rudd/Kennedy Properties* is proposed on Tier View Trail in Guilford County, NC. The total project will consist of 284 single family residential housing. The development will be constructed in phases, with Phase 1 consisting of 180 units and Phase 2 consisting of 104 units. Additionally, 179 Townhomes are being constructed on Tracts 9A & 9B during Phase 1. Phase 2 will be constructed upon the completion of NCDOT STIP Project FS 1707A, which will construct a "frontage" road adjacent to US 29 that will give additional access to this development. Phase 2 of this development will be analyzed under a separate traffic analysis.

According to the Rudd Property Site Plan developed by Evans Engineering, Inc., dated July 19, 2021, proposed direct access to the development is planned to Turner Smith Road through the existing Hardie Farm Subdivision. The Kennedy Property Site Plan by Evans Engineering, INC., dated July 19, 2021, proposed access to Turner Smith Road via public street access through the proposed Rudd Property and the existing Hardie Farm Subdivision. According to the site plan dated 11-03-2021 by Evans Engineering, Tracts 9A & 9B will have two accesses on Turner Smith Road, one at the intersection with Oakgate Drive and the other at the intersection with Baverhof Drive.

**TRIP GENERATION**

The amount of traffic generated by a new development is a function of the size and type of development. Trip generation data for this report was conducted in accordance with the procedures outlined in the Institute of Transportation Engineers (ITE) report entitled *Trip Generation 11<sup>th</sup> Edition*<sup>3</sup>. Table 1 illustrates the total number of daily, AM peak hour, and PM peak hour trips expected to be generated by Phase 1 of the proposed development.

Table 1 indicates the proposed development phase will generate approximately 3,041 total trips per day, 212 trips in the AM Peak Hour, and 277 trips in the PM Peak Hour when it is fully built out.

**CAPACITY ANALYSIS**

Capacity analyses were performed for 2021 Existing conditions, 2026 Background, 2026 Future Buildout, and 2027 Future Buildout +1 conditions for the following intersections:

- SR 4771 (Reedy Fork Parkway) at SR 2526 (Brown Summit Avenue) (signalized intersection)
- SR 2526 (Brown Summit Avenue) at US 29 Southbound Ramps (signalized intersection)
- SR 4771 (Reedy Fork Parkway) at US 29 Northbound Ramps (signalized intersection)
- SR 4771 (Reedy Fork Parkway) at SR 2790 (Eckerson Road) (unsignalized intersection)
- Reedy Fork Parkway at Turner Smith Road (unsignalized intersection)
- Turner Smith Road at Hardie Farm Drive (unsignalized intersection)
- Turner Smith Road at Baverhof Drive (unsignalized intersection)
- Turner Smith Road at SR 2819 (McLeansville Road) (unsignalized intersection)
- Turner Smith Road at Oakgate Drive (unsignalized intersection)
- Turner Smith Road at Baverhof Drive / Access #3 (unsignalized intersection)
- Turner Smith Road at Oakgate Drive / Access #4 (unsignalized intersection)

**RECOMMENDED IMPROVEMENTS**

To mitigate the traffic-related impacts caused by the Rudd/Kennedy Properties residential development and to provide for safe, efficient, and reliable traffic flow, Gannett Fleming recommends the following for Phase 1:

**SR 4771 (Reedy Fork Parkway) / SR 2526 (Summit Avenue)**

The Build scenario levels of service for all approaches are C or better for this unsignalized intersection during the AM and PM Peak Hours. No improvements are required.

**SR 2526 (Summit Avenue) / US 29 Southbound Ramps**

This intersection is being redesigned as part of the NCDOT STIP Project R 4707. The Build scenario Levels of service are B for the intersection as a whole and B or better for all approaches during the AM and PM Peak Hours. No improvements are required.

**SR 4771 (Reedy Fork Parkway) / US 29 Northbound Ramps**

This intersection is being redesigned as part of the NCDOT STIP Project R 4707. The Build scenario Levels of service are A for the intersection as a whole and C or better for all approaches during the AM and PM Peak Hours. No improvements are required.

**SR 4771 (Reedy Fork Parkway) / SR 2790 (Eckerson Road)**

The Build scenario levels of service for this unsignalized intersection during the AM Peak Hour for all approaches are D or better and C or better for the PM Peak Hours. No improvements are required.

**Reedy Fork Parkway/ Turner Smith Road**

The Build scenario levels of service for all approaches are C or better for this unsignalized intersection during the AM and PM Peak Hours. No improvements are required.

**Turner Smith Road / Hardie Farm Drive**

The Build scenario levels of service for all approaches are B or better for this unsignalized intersection during the AM and PM Peak Hours. No improvements are required.

**Turner Smith Road / Baverhof Drive**

The Build scenario levels of service for all approaches are C or better for this unsignalized intersection during the AM and PM Peak Hours. No improvements are required.

**Turner Smith Road / SR 2819 (McLeansville Road)**

The Build scenario levels of service for all approaches are C or better for this unsignalized intersection during the AM and PM Peak Hours. No improvements are required.

**Site Accesses #1 and #2**

Gannett Fleming recommends that these two extensions of existing roadway be constructed as shown on the plans.

**Turner Smith Road / Baverhof Drive / Access #3**

Gannett Fleming recommends that this intersection be constructed with full access out control. Sufficient stem length per the NCDOT Driveway Manual should be provided to prevent exiting traffic from interfering with internal circulation.

**Turner Smith Road / Oakgate Drive / Access #4**

Gannett Fleming recommends that this intersection be constructed with full access out control. Sufficient stem length per the NCDOT Driveway Manual should be provided to prevent exiting traffic from interfering with internal circulation.

**CONCLUSIONS**

This Traffic Impact Analysis shows that the proposed Phase 1 Rudd/Kennedy Properties with Tracts 9A & 9B development impacts on the traffic operations at the study area intersections will be mitigated by the recommended improvements. It is the opinion of Gannett Fleming that with the recommended improvements in place, the proposed development will not negatively impact the health, safety, and welfare of the traveling public.

Per the City of Greensboro Department of Transportation requirements, Gannett Fleming conducted capacity analyses for buildout (2026) plus 1 year (2027). The results of these analyses are presented in Appendix F to this report. Gannett Fleming does not recommend additional improvements as a result of the 2027 capacity analyses.